

Message Text

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ACTION ACDA-10

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AMEMBASSY LONDON

USNMR SHAPE

USCINCEUR

S E C R E T MBFR VIENNA 0458

MBFR NEGOTIATIONS

FROM US REP MBFR

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR NEGOTIATIONS: SERVICE SUB-CEILINGS

1. THE DELEGATION WISHES STRONGLY TO SUPPORT USNATO RECOMMENDATION IN PARA 10 OF USNATO 5481 THAT THE US NOW SUPPORT AN INTERNAL ALLIED DECISION FOR A COMMON SUB-CEILING ON GROUND FORCES. IT IS THE US POSITION (PARA 7 OF STATE 224206) THAT IT WOULD BE WILLING TO RECONSIDER ITS PRESENT POSITION IF AN ALLIED CONSENSUS DEVELOPS IN SUPPORT OF GROUND SUB-CEILINGS ONLY. IT IS NOW CLEAR FROM BONN 16561 THAT THE FRG, WHICH HAS THE LARGEST BODY OF TROOPS IN THE AREA AND IS THE MAIN ALLY INVOLVED, WILL INSIST ON HAVING A SUB-CEILING ON

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GROUND FORCES.

2. INCLUSION OF THE CONCEPT OF A GROUND FORCE SUB-CEILING IN THE ALLIED POSITION WOULD IN OUR VIEW GIVE COGENCY AND CLARITY TO MAINTAINING A CONTINUED FOCUS ON GROUND FORCE REDUCTIONS, WHICH IS A CENTRAL POINT IN THE WESTERN POSITION. MOREOVER, AS USNATO'S ANALYSIS MAKES CLEAR, AGREEMENT ON THIS POINT COULD OPEN THE WAY TO ALLIED AGREEMENT ON INCLUSION OF AIR FORCE MANPOWER IN A COMMON CEILING AND THUS WOULD BE IN THE INTEREST OF COMPLETING THE ALLIED CONSULTATION PROCESS ON OPTION 3.

3. FOR THESE REASONS, WE RECOMMEND THAT THE US NOW MOVE TO ITS PREVIOUSLY ENVISAGED POSITION. WE SUGGEST THAT THE MOST APPROPRIATE AND EXPEDITIOUS VEHICLE TO CONVEY A US DECISION ON THIS POINT WOULD BE THE INTRODUCTION BY THE US INTO THE SPC OF SPECIFIC LANGUAGE FOR PARA 16 OF THE ALLIED POSITION PAPER ON OCTOBER 3.

4. WE SUGGEST THE FOLLOWING WORDING, WHICH IS BASED ON PARA 10 OF USNATO 5481 AND ALSO TAKES INTO ACCOUNT SOME NEGOTIATING CONSIDERATIONS. BEGIN TEXT: TO MAINTAIN THE FOCUS ON GROUND FORCES, THERE SHOULD BE A COLLECTIVE NUMERICAL SUB-CEILING ON THE OVERALL GROUND FORCE MANPOWER OF EACH SIDE. ALLIED REPRESENTATIVES SHOULD MAKE CLEAR TO THE EAST AFTER AGREEMENT IN PRINCIPLE IS REACHED ON THE COMMON CEILING THAT, FOLLOWING REDUCTIONS, EACH SIDE SHOULD HAVE THE RIGHT, WHILE RESPECTING THE COLLECTIVE COMMON CEILING FOR THE OVERALL TOTAL OF ITS COMBINED GROUND AND AIR FORCE MANPOWER, TO INCREASE ITS GROUND FORCE MANPOWER IN THE AREA BY A LIMITED AMOUNT IN THE INTERESTS OF FLEXIBILITY. THE SPECIFIC AMOUNT CAN BE AGREED LATER WHEN DETAILS OF AN AGREEMENT ARE BEING FORMULATED. ALLIED REPRESENTATIVES SHOULD STATE THAT BOTH US AND SOVIET FORCES SHOULD RECEIVE SIMILAR TREATMENT. THEY SHOULD POINT OUT THAT THERE WOULD BE NO SEPARATE LIMIT ON INCREASES OF AIR FORCE MANPOWER OF EITHER SIDE, BUT EACH SIDE COULD NOT AT ANY TIME EXCEED THE COMBINED COMMON CEILING. FOR THEIR OWN INTERNAL CALCULATIONS,

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AND NOT FOR DISCUSSION WITH THE EAST AT THIS POINT, THE ALLIES CONSIDER THAT A MARGIN OF 20,000 INCREASE IN OVERALL NATO GROUND FORCE MANPOWER WOULD PROVIDE ADEQUATE FLEXIBILITY FOR NATO FORCES UNDER A COMBINED AIR-GROUND FORCE COMMON CEILING. THEY WILL WORK OUT APPROPRIATE INCREMENTS FOR US AND SOVIET FORCES. END TEXT.

5. COMMENT: ON GROUNDS OF SIMPLICITY, WE WOULD PREFER

SPECIFIC SUB-CEILINGS ON BOTH GROUND AND AIR FORCES,
OR A FIXED SUB-CEILING ONLY ON GROUND FORCE
MANPOWER WITHOUT FLEXIBILITY WITH NO SUB-CEILING ON AIR.
THIS IS BECAUSE WE SEE THE SOVIETS PROFITING FROM
FLEXIBILITY MORE THAN THE WEST DOES. AS REGARDS
FLEXIBILITY, THE SOVIETS WILL PROBABLY INSIST ON
TREATMENT WHICH TAKES INTO ACCOUNT THE FACT THAT
THEIR POST PHASE I FORCES WILL BE LARGER THAN THE
US FORCES AND WILL HAVE A STRONG CASE FOR CLAIMING
A LARGER AMOUNT. HOWEVER, IF THE SUGGESTED
COMPROMISE POSITION CAN GAIN NATO CONSENSUS AND IT IS
UNDERSTOOD THE ISSUE DOES NOT HAVE TO BE RAISED WITH
THE EAST UNTIL LATER, IT IS PROBABLY BEST TO PROCEED
IN THE WAY DESCRIBED. END COMMENT. RESOR

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